



**Ontario**

Ministry of  
Community and  
Social Services

Hon. John Sweeney  
Minister

June 1986

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# Investing in Ontario's Future

## Strategic Directions for The Ministry of Community and Social Services



June 16, 1986

TO: MCSS Management Staff

It is a pleasure to send you this report, which describes the main strategic directions for our Ministry over the next several years. Last fall each Ministry of Government considered its future role and programs. The senior managers of this Ministry worked closely with the Minister to determine our approach to strategic social policy issues.

The process of responding to social, demographic and economic change in Ontario society is at a crucial stage. This report explains our sense of some of the major issues and social policy questions we are facing. For example, we are undertaking a review of social assistance programs in Ontario. We are engaged in expanding community services for the elderly. We are committed to a range of services that assist families with special needs. These initiatives were announced in April in the Speech from the Throne.

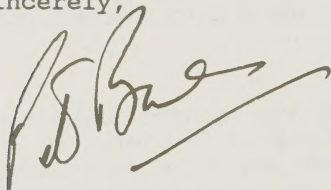
This report does not directly address strategies in areas like human resources. Senior management is currently developing strategic directions in this and other important areas such as information needs, accountability relationships and program implementation and monitoring issues. The Ministry will continue to plan strategically, in a process steered by the Minister and Executive Committee, and these directions will be translated into long-term plans in each Division.

Continued:

Carrying out the strategic directions of the Ministry requires the enthusiasm and involvement of all our staff. I am sending you this document to inform you of the strategic directions that will begin to influence planning for policy and operations. You are welcome to share this report informally with agencies in your area if you think it would be useful. Additional copies are available through the Strategic Planning Unit (965-2376).

I look forward to our continued effort to respond to the changing needs of our communities and the challenges of Ontario's future.

Sincerely,

A handwritten signature in dark ink, appearing to read 'P. Barnes', with a long, sweeping horizontal stroke extending to the right.

Peter H. Barnes  
Deputy Minister

Enclosure


INVESTING IN ONTARIO'S FUTURE

STRATEGIC DIRECTIONS FOR  
THE MINISTRY OF  
COMMUNITY and SOCIAL SERVICES

December, 1985

Revised  
June, 1986





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## 1. INTRODUCTION

Over the past few months, the Government of Ontario has established three strategic directions upon which to focus its long-term planning. They are:

- o mastering new standards of a world economy characterized by intensive competition focussed on services, knowledge, information and new technology;
- o providing excellence and relevance in education and training;
- o ensuring our ability to provide affordable and accessible quality health care and social services for all in light of increased needs created by shifts in the age composition and family structures of Ontario society.

These government-wide concerns have played a major role in shaping the agenda of the Ministry of Community and Social Services. This Ministry's strategic directions respond to a society in transition to the 21st century.

Changes in our society are altering the needs of Ontario's citizens in many ways. We now serve, directly and indirectly, some half million citizens of Ontario. Their numbers are growing daily -- as are the demands for support from those struggling to adapt to a dramatically changing society.

No segment of the population remains untouched by this social upheaval. Especially hard-hit are elderly and handicapped people, families experiencing unemployment, single parents, out-of-work youth, and children growing up in a world where the traditional nuclear family seems to be disappearing.

Yet as change gains momentum, so too does our ability to deal with it. The technology that is often viewed as the agent of instability also gives us the tools to design new solutions. People are generally better educated than they were in the past, and are developing more individuality and self-reliance. We are also, broadly speaking, wealthier as individuals and as a nation than in the past. Technology, the pursuit of education, our overall wealth and growing self-reliance are all valuable assets that government can employ to deal with the needs and challenges of the future.

In our view, the logical place to address the needs of families and individuals is the local community, where people live. The Ministry's role is not to deliver all the necessary services. We can put our resources and expertise to more effective use by strengthening the capacity and ability of communities to cope with change. Our aim is to maintain a stable and truly just society.

This Ministry is directly concerned with the welfare of society at large. That mandate makes it imperative that the course we set for our future responds effectively to the needs of the growing number of people who will need help in making a smooth transition from the industrial age to the information society.

Accordingly, we are embarking upon the following major strategies to meet the social challenges facing Ontario:

- . A new approach to income support for families.
- . A comprehensive and planned approach to the needs of the elderly.
- . A community-based, preventive approach to supporting families with special needs.

These positions are based on an assessment of the Ministry as an organization, and of the environmental factors affecting social policy. (A separate document entitled A Look at the Social Environment: Selected Trends, has already been distributed.)



Accomplishing these objectives will require time and a significant financial commitment. This Ministry now accounts for annual spending of \$3.1 billion dollars. New financial undertakings must be seen as an investment in Ontario's future -- a careful and wise investment, of course, planned with regard to provincial revenue in general. But it is a social insurance policy, without which the consequences of change will be much more serious than they are today. To achieve successful economic transition, Ontario must invest in its communities as an integral part of its economic plan.

\* \* \* \* \*

The ensuing sections describe the social context for the Ministry's strategic directions, our view of the Ministry's role and our strategic agenda for the next five years.

## 2. THE ENVIRONMENT OF OUR CHANGING SOCIETY

Rapid economic and social change has occurred in Ontario over the last 10 years, and the next decade foreshadows even greater change. Key trends are shifts in the nature of the economy itself, high unemployment, more women in the work force, an increasingly elderly population, smaller families, and a "rights"-oriented and legalistic approach to political and social issues. All these affect social policy.

### EMPLOYMENT AND UNEMPLOYMENT

**In a Changing Economy, Job Dislocation is Expected to Continue and Unemployment To Remain High**

Women of all ages are entering the labour force in large numbers. Over half the mothers of children under age 16 are already in the work force. By 2000, the labour force is likely to be composed equally of men and women. (See figures 1 and 2.)

The "baby boom" generation has contributed to substantial growth in the labour force; a slower pace of growth is anticipated over the next 20-25 years.

The unemployment rate is about eight per cent and is expected to remain high. Unemployment is an especially serious problem for people under age 24.

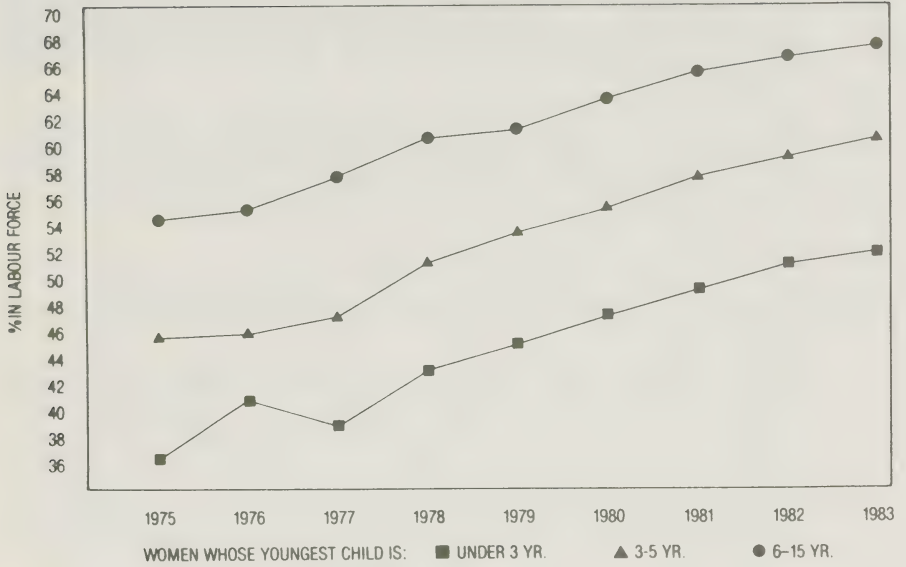
Because of economic transition, little or no job growth is expected in traditional manufacturing. Major expansion is likely to continue in service industries. New jobs are emerging in community, business and personal services at an increasing rate. Nevertheless, the clerical job market is expected to continue shrinking as offices automate.

Employment in sophisticated knowledge disciplines is experiencing significant expansion.

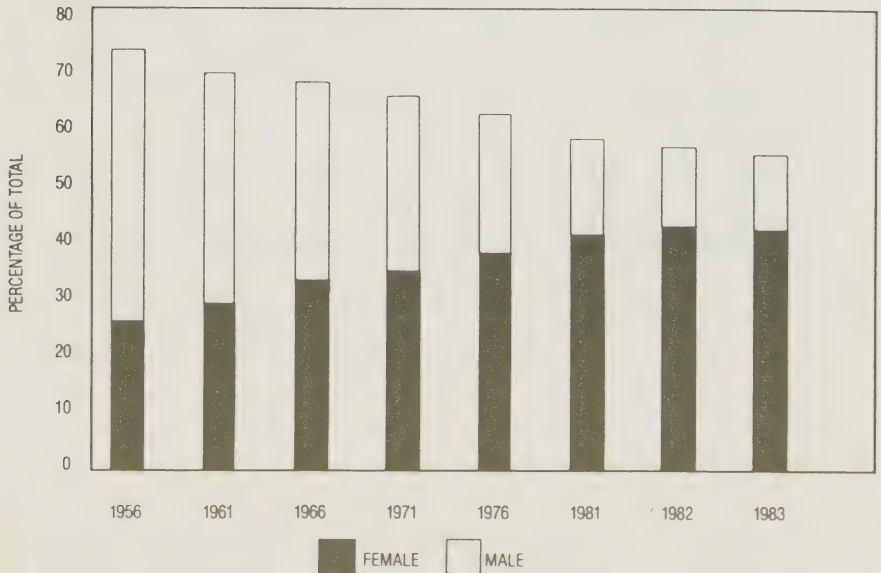
Growth in the service sector and advances in technology may help to provide new job opportunities for handicapped people.

Figure 1

**LABOUR FORCE PARTICIPATION OF WOMEN**  
**By Age of Youngest Child (Ontario)**

Figure 2

**DISTRIBUTION OF LABOUR FORCE**  
**Ontario 1956 to 1983**



Part-time work has increased substantially. About 16 percent of all workers were in part-time jobs in 1983. Nearly half the growth in women's employment over the last 10 years has been of a part-time nature.

Economic disruption brought about by changing patterns in the types and numbers of available jobs will continue, and will affect all segments of society.

### **Economic Change and Unemployment Require Rethinking Income Supports**

There will be a continuing high need for income support, while severe unemployment persists, and particularly as it spreads to include the middle class.

Today's unemployed youth may well become a "disaffected" generation -- involved in conflict over the value and availability of work.

Employment and income expectations and prospects could be redefined as part-time work increases and different types of jobs emerge.

There is a growing need for re-training programs.

The demand for day care will continue to increase, along with the influx of women into the work force.

Continued family stress -- often expressed in family violence and marriage breakdown -- is to be expected.

Economic dislocation and high unemployment are limiting public revenue, and contributing to greater deficits. At the same time pressure on governments for support to families is increasing.



## DEMOGRAPHIC CHANGES

### The Population Is Aging, and The Rate of Population Growth Is Declining

The rate of growth in the population has been declining in recent years. While currently there is a slight "baby boom echo" -- due to the large number of women in their child-bearing years -- the overall birth rate is down. (See figure 3.)

The population as a whole is aging; the proportion of people over age 75 is expected to double in the next 20 to 25 years. (See figure 4.)

Because women tend to live longer than men, a growing percentage of the elderly are women living alone.

Because of medical and therapeutic progress, people with developmental handicaps have a longer life expectancy. The number of people with physical disabilities who have survived traumatic accidents is increasing.

Offsetting natural patterns, people from other parts of Canada are migrating to Ontario. An increase in this trend, together with international immigration, may boost population growth in the long term.

### Demographic Changes Are Putting Pressure on Families and on Support Services

The demand for services to the elderly will continue to increase, with relatively more elderly people living in rural areas.

Growing concern for the elderly could detract attention from the needs of the young. But the demand for children's services is not likely to decrease. Other changes in the environment -- such as unemployment, family stress and poverty -- affect the well-being of children.

Figure 3

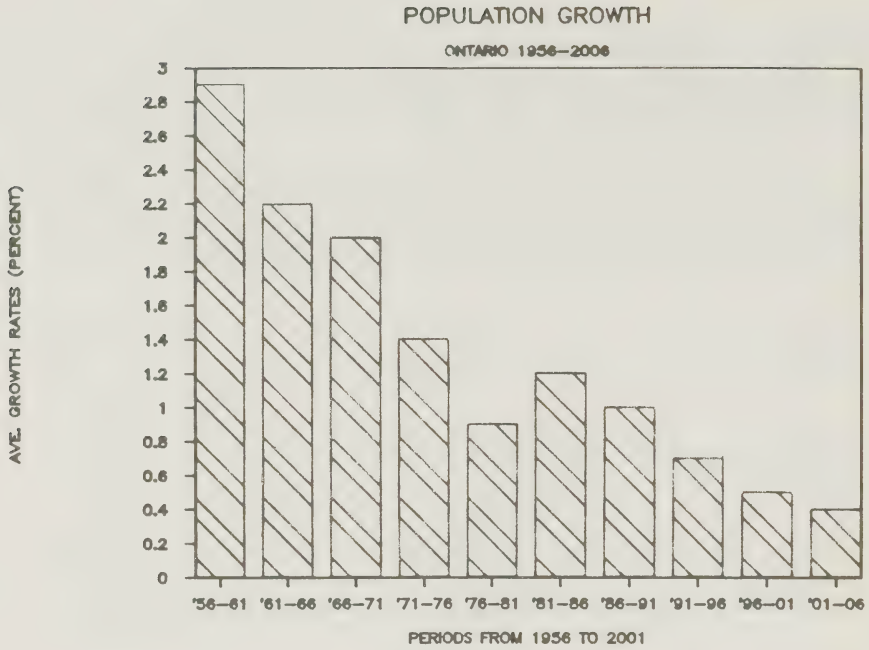
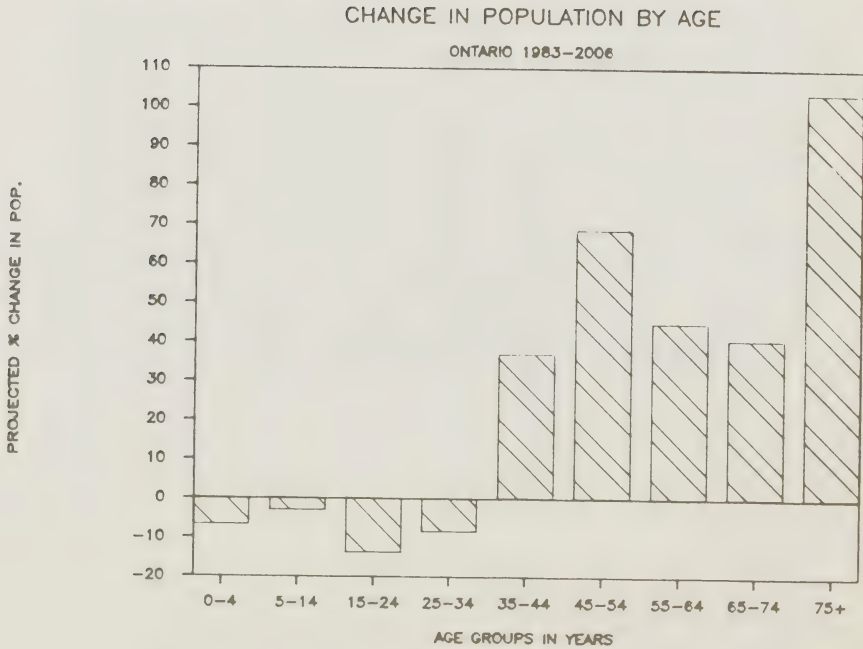


Figure 4



## FAMILY PATTERNS AND INCOME

### Families Are Becoming Smaller. Single-Parent Families Headed By Women Tend To Have Low Incomes, As Do The Elderly

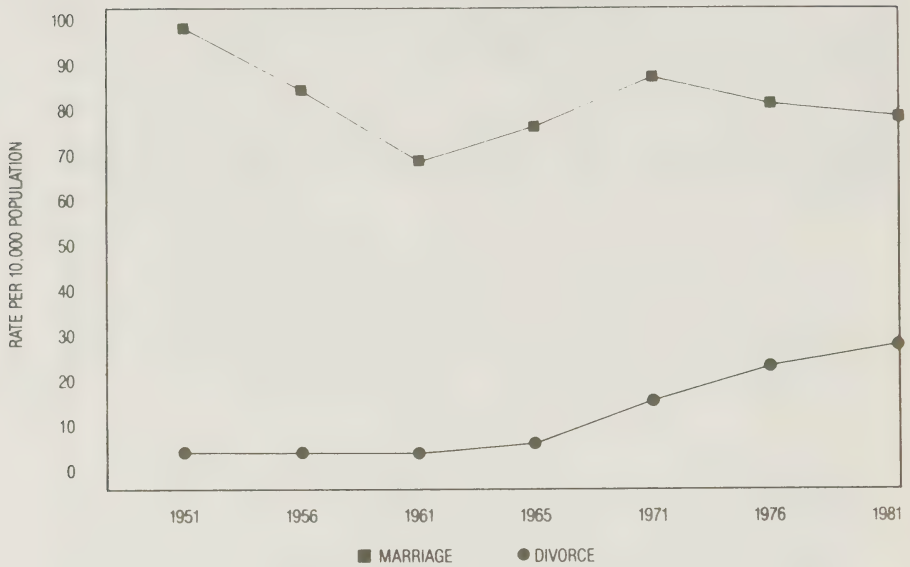
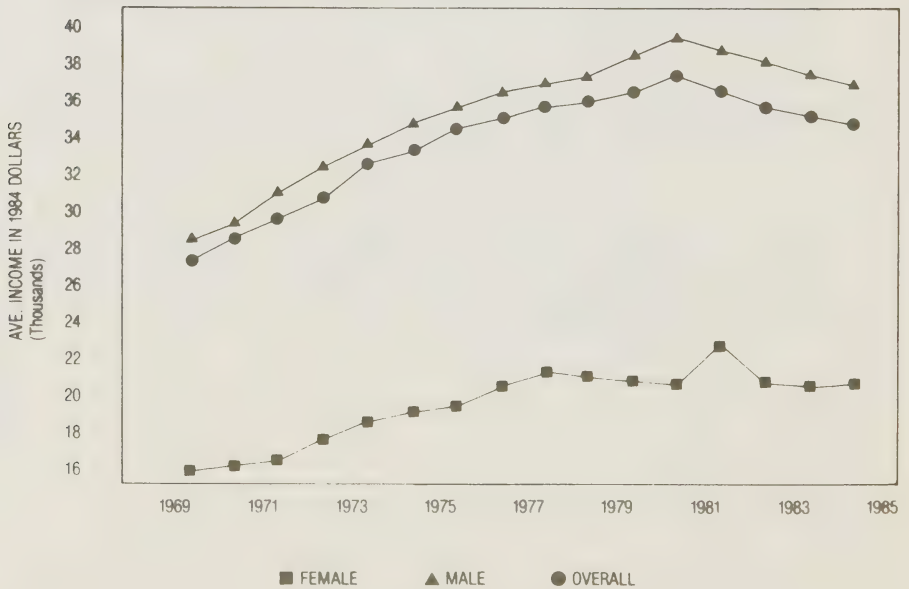
A high divorce rate, beginning in the 1960s, has led to a steady increase in the number of one-parent families. Households now comprise large numbers of single adults as well as two-parent and one-parent families, and a new type of "reconstituted" family. (See figure 5.)

At a time when a growing proportion of conventional families depend on two incomes, the income of female single-parent families is 59 percent that of male one-parent families. By the same token, families headed by single women depend to a larger extent than do their male counterparts on government subsidies. (See figure 6.)

There is a similar pattern in other job benefits. In 1980 less than a third of female workers were in private pension plans, compared to 46 percent of male workers. This is because women tend to be concentrated in part-time jobs, and employment where pension plan coverage is limited.

Nonetheless, a growing proportion of women are earning income, and the wage gap between single men and women is slowly decreasing.

Considerable progress has been made in protecting the elderly against poverty. However, many elderly people still need support, and the demand for such assistance will continue as the aging of society accelerates.

**Figure 5****MARRIAGE and DIVORCE RATES - Ontario 1951-1981****Figure 6****AVERAGE FAMILY INCOME (CANADA) - By Sex of Head 1969-1984**



## The Demand for Income Supplements Will Remain High Until Employment Prospects Improve in the Long Term

Between 1971 and 1981, the average number of single parents receiving income maintenance grew by 51 percent. The growth of the single-parent population is likely to remain high as the "baby boom" generation progresses through its marriage and child-raising years.

In the longer term, as women's participation in the labour force increases, and women pursue higher education and better jobs, there is potential for fewer women to depend on income support. But before these potential benefits materialize, economic and social pressures on the family will continue - as will the demand for programs to support families in caring both for their young and their old.

Economic pressures and social change mean that both men and women are working outside the home. Two-working parent and single parent families need different supports to care for the elderly, children and the handicapped, from those needed by the traditional nuclear family.

## INDIVIDUAL AND LEGAL RIGHTS

### Trends in Human Rights Have Long-Term Implications for Society

Proclamation of Section 15 of the Charter of Rights and Freedoms, and changes to the Ontario Human Rights Code, reflect increased consciousness of individual rights and anti-discrimination issues.

Groups acting on behalf of women, visible minorities, and handicapped people, among others, will attempt in the courts to win judicial support for their causes. The number of advocacy groups is increasing, and government must be prepared for their challenges.

The growing movement in favour of Native self-government has already received recognition from the federal and Ontario governments, but there are unanswered questions as to the form this acknowledgement will take.

## An Increasingly "Legalistic" Approach to Social Policy Is Developing

"Pay equity" demands, for example, will be strongly felt in organizations -- including those in the human services -- that employ large numbers of women. Equal treatment could affect the wage rates of both men and women in the human services.

The legislative premise of a number of social programs may be challenged in the courts.

The implications of society's growing recognition of "human rights", given voice in the Charter and Code, need to be anticipated in the design of legislation, policies, and programs.

## TECHNOLOGICAL CHANGE

### Technological Advances Are Bringing About Dramatic and Widespread Changes in Ontario, and New Challenges to Government

Some technological developments will have a particularly significant effect on social services, as demand grows for sophisticated prosthetic devices and computer aids.

Electronic devices, for instance, now make it possible for quadraplegics to walk and ride bicycles. "Smart" apartments for elderly and handicapped people can be equipped with computerized systems that perform many functions.

Despite the advantages it promises, some of the new technology may have an adverse effect on the users and raise new problems for human services. For example, an elderly person living alone in a "smart" apartment could become lonely and anxious.

## **Creative Use of New Technology Can Also Help Us Solve Problems**

Technological devices can be used to support handicapped people and improve programs in the community, as an alternative to institutional living. They can help elderly people stay in their own homes.

Potentially, technology can lower costs by reducing the need for professional intervention.

Applied technology in education will help train people with handicaps for a wider range of jobs.

For program designers and managers, technological systems can contribute to more informed and sophisticated evaluation and planning, and to increased flexibility in program design.

Technology could also increase the accountability of professionals and service providers, while helping them achieve objectives and meet standards of service.

### 3. THE ROLE OF THE MINISTRY OF COMMUNITY AND SOCIAL SERVICES

#### BACKGROUND

This Ministry basically began as a welfare Department. When the Depression of the 1930's put enormous financial pressure on municipalities handing out "relief", the provincial government became involved. Over the next 30 years, "welfare" and child welfare programs were the core of the Ministry programs. Income maintenance was designed in these years on the assumption of a stably-employed industrial workforce. The Ministry provided welfare to categories of people, such as those who were "not employable" or were "deserted mothers".

Beginning in the 1960's social policy began to respond to other kinds of demands. Community services were started, including family support and day care programs began to grow. In 1974, the Ministry added care of the mentally retarded to its responsibilities. In 1977, it became responsible for all children's services, including mental health programs and corrections.

The Ministry now has a staff of more than 11,000 people and an annual budget of \$3.1 billion dollars. Today we serve some half million citizens of Ontario.

These numbers are growing daily, and the pace and extent of change in society is affecting the ability of the community and traditional social services to respond. For example, families with two working parents and single-parent families need different supports from those given the traditional nuclear family. A range of services -- such as credit counselling, marriage counselling, shelters for battered women, and hostels -- have been developed on an antiquated legislative base. Many services have moved from institutions into the community. Programs are changing and management approaches need to keep pace.



Furthermore, social services have been hampered by restraints in public spending during the recent recession. Their funding fell short of inflationary increases, while the needs of their clients were mounting.

Ontario must now invest in its communities as it does in its economy. A stable community infrastructure is needed to deal with the shocks of rapid economic and social change. This requirement means also that the Ministry's role must change.

#### MINISTRY GOAL AND OPERATING PRINCIPLES

Our primary goal is to maintain the stability and quality of life of Ontario society, and to strengthen the capacity and ability of communities to cope with change and to respond to the needs of families and individuals in ways that reinforce their dignity and independence.

In addition, six operating principles define our general approach to developing policies and programs:

##### Community:

The local community is the focus for planning services for families and the centre of responsibility for delivering services. Enhancing services for people with varying special needs involves integrating both services and people into local communities. The Ministry's job is to ensure that the local community is equipped to support its own residents.

##### Flexibility:

Meeting needs appropriately and efficiently means planning a range of ways to help people cope with their own particular problems. Services should be sensitive to the needs of individuals and groups.

**Accessibility:**

Support services must be accessible in order to be useful to families and individuals. The appropriate support needs to be reasonably close at hand and organized so that people can readily find help.

**Diversity:**

Wherever possible, supports to families and individuals must recognize and respect differences of culture, religion and heritage.

**Affordability:**

It is important to plan ways of supporting communities while also trying to restrain cost increases. Meeting emerging needs certainly implies increased costs -- but affordability applies to the provincial budget, as well as to individuals and families.

**Equal Treatment:**

While service planning should be flexible, clients must be protected from negative discrimination. The rights of people under the law -- as well as standards of service -- should not adversely be affected by local prejudices or special-interest groups. This basic principle requires care and caution in the development of policies and programs.

This statement of goals and operating principles is basic to the strategic agenda we have adopted for this Ministry.

#### 4. STRATEGIC DIRECTIONS

Based on our assessment of change in the economy and society, and on the historical development of social services in Ontario, the Ministry is embarking on strategies in three major areas:

- . A new approach to income support for families.
- . A comprehensive approach to the needs of the elderly.
- . A community-based, preventive approach to supporting families with special needs.

OBJECTIVE 1: Recognizing changes in work and the economy, in social values, and in the characteristics of people who need income support, to ensure that Ontario's income support system provides help and incentives to those who can return to work, while assisting the permanently unemployed in a dignified way.

##### Issues:

Continuing high rates of unemployment are putting extreme pressure on income maintenance programs. People remain on assistance for longer periods than they did in more prosperous years; caseloads are high by historic standards. (See figure 7.)

There are more sole-support parents who increasingly view Family Benefits as a short-term aid until they are able to find a job, together with suitable child care.

Changing federal policies -- for example, those dealing with child tax credits and the official age of retirement -- affect income levels and will consequently affect provincial income-support programs.

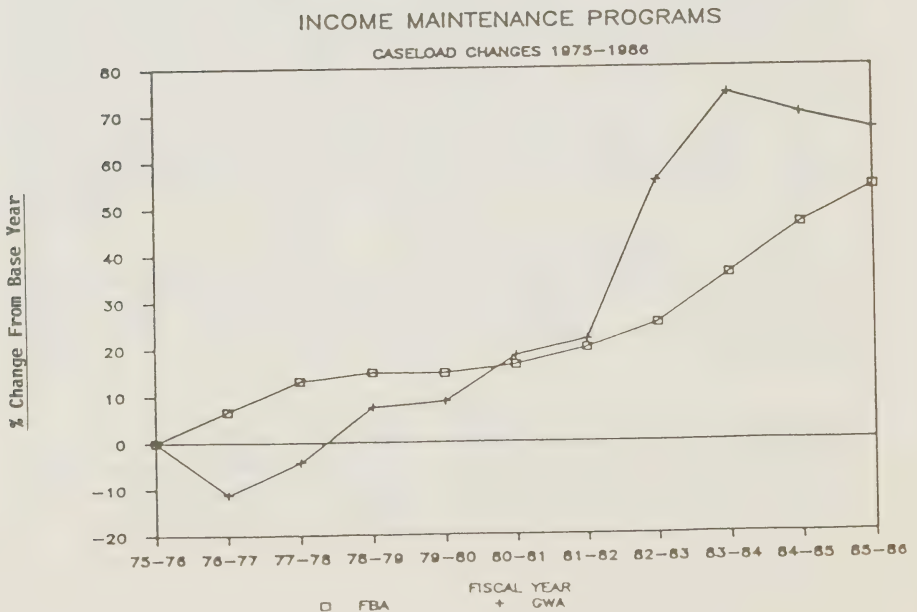
Regulations are extremely complex, and are used to finance unrelated services for which there is no other legislative vehicle (for example, hostel beds for former psychiatric patients and battered women).

The "working poor" live under a great deal of stress, especially because of rising housing costs. Their fringe benefits are marginal compared to those available through income support. One of the most pressing questions is how to bridge the gap between "welfare" and work for the working poor. Income maintenance pays more to a family of four than does a minimum-wage job. Yet Ontario is the only province that does not pay assistance to such a family. This policy may actually add to costs in the long run.

Development of new skills is essential in an economy in transition. The Ministry is increasingly taking on more employment services. This means co-ordination with at least seven other ministries and government agencies that are involved in employment.

Changes in the economy, social values, and legal influences mean that Ontario's income maintenance programs must be restructured. Pertinent legislation has not been changed in about 20 years.

Figure 7





### Strategies:

- o Review the effectiveness of income support programs and assess their method of delivery, levels of assistance, and flexibility to encourage and ease transition to the work force.
- o Develop fundamental principles for social assistance programs and a framework to achieve those principles.
- o Re-examine the Ministry's role in employment services and the appropriate assignment of responsibility for providing income support.
- o Ensure the link between economic planning, manpower planning, re-training, and employment-support and counselling services.
- o Establish effective co-ordination with other ministries and resolve jurisdictional responsibilities; for example, services to former psychiatric patients.
- o Continue to clarify the role of the municipalities in delivering and financing income support.

**OBJECTIVE 2:** In the context of a comprehensive government strategy to meet the needs of the elderly, to provide a reliable, organized and expanded system of community support services for seniors, that is complemented by a system of quality, long-term care.

### Issues:

The needs of an aging population -- who will be more conscious of their rights -- mean that a comprehensive and planned system must replace our fragmented services.

The needs of an aging population -- who will be more conscious of their rights -- mean that a comprehensive and planned system must replace our fragmented services.

The present system of health care for elderly people is almost entirely "cure oriented" and lacks sufficient emphasis on promoting health and preventing illness. There is an inappropriate use of residential services: about 10,500 extended-care beds, a quarter of the existing total, are occupied by people who do not require that level of care.

Current financial arrangements, such as fees for medical services, act as disincentives to appropriate treatment of the elderly. The elderly consume 30 percent of all prescribed drugs. Unnecessary use of prescribed drugs is widespread, and results in additional health problems and costs.

Existing community services have evolved in ad hoc fashion. There are disparities in quality of care, costs, availability of service and co-ordination. Investment in community support services for the elderly, compared to that in health services, has been relatively small.

Current legislation contains troublesome anomalies -- for example, those between public and private services.

A White Paper on services for seniors will outline the government's strategic plan for service development. Subsequently, there will be consultation on implementation of these plans.

#### Strategies:

- o Design a coherent and co-ordinated system of programs, such as appropriate home supports, that help the elderly remain independent as long as possible. This includes an assessment, placement and monitoring system to control access to residential care, to reduce the demand for new residential beds, and to ensure ready availability of services matched to individual needs.
- o Promote changed attitudes toward the elderly to alter the widespread perception of age as illness, and to encourage social integration of seniors, independence, and prevention of illness.

- o Clarify and re-design the roles and responsibilities of provincial ministries and municipalities, to support a coherent service approach.

OBJECTIVE 3: To ensure that appropriate supports and policies are available to enhance families' capacity to care for their children, the elderly and the handicapped.

#### Issues:

The trend to smaller families, with both men and women working, as well as recognition of human rights, means that families and individuals with special needs will continue to need and demand support.

Taken together, these issues reflect on the importance of structures to support families, reduce dependence and enhance self-reliance. In the absence of a viable family, it is important to support people in natural community settings.

#### Prevention:

##### Issues

There is an increasing need to limit the incidence of new family and individual problems. Because of the scarcity of resources, it is crucial to develop and strengthen the ability of local communities, families, and individuals to solve potential problems and avoid costly remedies.

There is also a growing public feeling that the service system should act to prevent social problems, as opposed to reacting to them. For example, prevention of one case of mental retardation will save taxpayers \$1 million -- the cost of caring for a developmentally handicapped client during the course of a lifetime.

## Strategy

- o Develop prevention as a major aspect of all program areas in the Ministry's mandate. Prevention initiatives would build on existing research and experience. They would be measurable and aimed in particular at groups and communities where people are more vulnerable or at risk for problems. Co-operation and co-ordination with other ministries will be essential.

## Child Care:

### Issues

The demand for day care is increasing as women continue to enter the workforce in large numbers. But because Ontario's day care system has evolved in piecemeal fashion, its quality, cost, and accessibility varies widely throughout the Province. It has not been able to meet the growing public demand for both more and better child care.

There is deep concern about the quality of child care in unsupervised arrangements, and acknowledgement that parents need reliable information on which to base their day care choices.

## Strategy

- o Design an accessible, affordable, flexible and quality system of child care that responds to these issues and, depending on public revenues, can be built in phases. This means that legislation and program responsibilities must be reviewed.

Funding arrangements are needed to ensure that child care is affordable, and that services suit varying family needs and geographic realities. Relevant financing arrangements must be negotiated with the federal government. New child care programs will need to be co-ordinated with existing public and private day care services.

## **Children's Services:**

### **Issues**

Over the past few years, the children's services system has experienced many dramatic and far-reaching changes. These include the introduction of the federal Young Offenders Act and the Child and Family Services Act in Ontario. Both these crucial pieces of legislation reflect a concern for the rights of children and families.

A major issue now is how to implement these two Acts in a way that is true to their intent. Our concern is with the best interests of the child. In this context, we recognize the expertise and importance of professionals and community service providers.

Given a period of real pressure on Ontario families, it is vital to enhance the flexibility and responsiveness of the children's services system. The philosophy and processes contained in the Child and Family Services Act represent a real opportunity to refine the network of services that assist children and their families.

### **Strategy**

- o Implement, monitor, and evaluate the new legislation to ensure that the intent of the Acts is realized, and the most appropriate support provided to Ontario families and children.

This implies developing long-term approaches to prevention, treatment and intervention strategies in children's services, including services for young offenders. It suggests continuing to develop the flexible services system. The approaches must be consistent with legislation, need to consider program structures and effective practices, and should help evolve a consensus on these issues.



## Developmentally Handicapped:

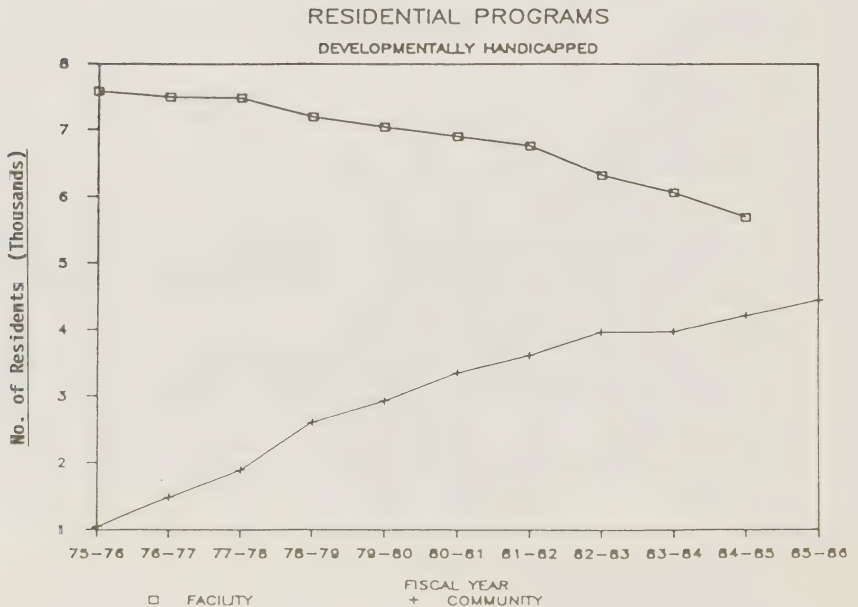
### Issues

There is sustained pressure from advocacy groups to continue transferring developmentally handicapped people from institutions to the community, and to provide a range of service supports. Increasingly, clients are perceived to have a "right" to service that meets their individual needs. (See figure 8.)

There is the demand and, given the necessary resources, an opportunity, to train and equip people with developmental handicaps for regular employment in the community -- and also to improve wages in sheltered workshops.

A need still exists to ensure a decent quality of life for those who now live in institutions. The Ministry must reconcile these conflicting needs and pressures.

Figure 8



## Strategy

- o Develop a comprehensive plan to place developmentally handicapped people in the community, while maintaining decent standards of living for people remaining in institutions.

This means that discharges from institutions to community living need to be phased in, while the structure for community support services is expanded. Given the number of people still living in institutions, we must also pay attention to their needs and facility services. Services for developmentally handicapped residents in nursing homes and homes for special care need to be reviewed.

## Physically Handicapped:

### Issues

Because of the aging of the population, medical progress that has increased life expectancy, and advances in treating traumatic injuries, an increasing number of physically handicapped people require social services.

Awareness of human and legal rights is adding to pressure for services appropriate to perceived "need" and expectations regarding quality of life. Human rights considerations also raise the problem of providing an equivalent level of service for all deserving groups of clients.

Technology is providing new devices to help physically handicapped people regain mobility, learn skills, and lead independent lives. Pressure on government to supply these devices will increase.

**Strategy**

- o Develop appropriate programs of applied technology and support for people with physical handicaps.

The Ministry would play an active role in the development and application of technology to increase independent living. Treating technological advances as an investment, and marketing Ministry expertise elsewhere, can help to offset costs.

## 5. IMPLICATIONS AND CONCLUSIONS

The strategies described above have a number of "cross-cutting" implications that need further discussion. They are:

- . Services to Native people
- . Cost-sharing with municipalities
- . Application of technology
- . Organizational responsibilities

### SERVICES FOR INDIAN AND NATIVE PEOPLE

#### Issues:

The "Rights of the Aboriginal Peoples of Canada", as phrased in the Canadian Constitution, are still being defined, thus complicating policy design in this area. There is general acceptance in principle, at both federal and provincial levels of government, of Indian aspirations to self-government.

A highly controversial matter, with profound legal implications, is the expectation among Native people that communities in Southern Ontario and certain urban areas may be designated as "native communities" under the Child and Family Services Act.

The Ministry needs to address the issue of service to people who are Native by cultural definition, but may not be members of designated Native communities under the Child and Family Services Act.

#### Strategy

- o Design Ministry programs to be fully accessible to Native people within the context of the current directions toward self-government. This implies that we must implement the following principle in the Child and Family Services Act:

"to recognize that Indian and Native people should be entitled to provide wherever possible their own child and family services, and that all services to Indian and Native children and families should be provided in a manner that recognizes their cultural heritage and traditions and concept of the extended family."

Further, a major effort is required to train Native administrators and program workers in social services, to ensure more direct involvement of Native people in planning services, and to address the administrative infrastructure. Ensuring the availability of social service benefits to those Natives who are not members of a designated community (urban dwellers, for example), will be an especially complicated policy consideration. Negotiations must be undertaken among Native groups, the provincial government and the federal government. Continued federal funding for services to Indians is particularly important.

#### **COST-SHARING WITH MUNICIPALITIES**

##### **Issues:**

Program cost-sharing with municipalities is an issue in day care, child welfare, services for the elderly, and income maintenance. Present cost-sharing approaches permit a helter-skelter system of service delivery.

The divergence of viewpoints among the various municipalities prohibits true accessibility and equal treatment of clients. Municipalities may opt into or out of programs, so that the needs of some citizens are met while others are not.

##### **Strategy**

- o Ensure that accountability and program responsibilities are fully related in the cost-sharing arrangements between the municipalities and the Province.



This implies that all Ministry programs involving cost-sharing arrangements with municipalities will need to be reviewed. The Ministry and Association of Municipalities of Ontario have begun this process in the discussion of integrated income maintenance services. Further review may indicate that some program responsibilities should change, or that the funding formula for others should change.

Organizations such as the Ministry of Municipal Affairs, the Association of Municipalities of Ontario, and the Ontario Municipal Social Services Association should take part in the review of existing arrangements.

## APPLIED TECHNOLOGY

### Issues:

A rapidly growing range of technological innovations can be used to help people who have special needs. Technology also provides tools to help re-design programs, such as income maintenance, and to increase productivity and effectiveness of the Ministry staff. Advanced office systems and communication networks can enable the Ministry and agencies to cope with increased workloads and complexities.

Through its unique expertise in social programs, the Ministry, and therefore Ontario, has the opportunity to lead in development, evaluation and distribution of innovative technology products in Ontario and beyond. Through its Applied Program Technology Unit, the Ministry has considerable expertise in this area.

### Strategy

- o Ensure that technology is used to the maximum degree to support clients, program design and delivery, and administration in the social services.

This implies that an appropriate model for a consulting organization in social services, skilled in high-technology methods, and engaged in a working relationship with private enterprise, could be developed.

It also means that the Ministry would lead in application of technological advances to service design and management. This will create more streamlined programs and enhanced self-reliance of frail and handicapped people.

#### ORGANIZATIONAL RESPONSIBILITIES

The changing economic environment, changes in social values and family patterns, and a "rights"-oriented legal context, are driving the need to review the responsibilities of this and other ministries. Factors to note are:

- . The appropriate responsibility for income support programs, given the relationship to economic planning and work training;
- . Fragmentation of community services -- including services for the physically handicapped, mental health programs, and services for the elderly, for example, homes for the aged and home care;
- . Changing characteristics of people who need help -- they are generally older, more are of the "middle-class", and their needs relate increasingly to the labour market.

These factors need to be considered in determining which ministries have appropriate responsibility for restructured social programs.

## CONCLUSIONS

In summary, the Ministry is embarking upon three major strategic directions in its new agenda:

- . a new design for income support that ensures help and incentives to those who can return to work, while assisting the permanently unemployed in a dignified way;
- . a reliable, organized and expanded system of community support services for seniors, complemented by a system of quality, long-term care;
- . a system of appropriate supports and policies that enhance families' capacity to care for their children, the elderly and the handicapped. Here we emphasize prevention in all program areas and a child care system that is accessible, affordable, and flexible. We also include a planned approach to placing developmentally handicapped people in communities. We intend to apply technology to helping the physically handicapped, and to program design and management.

These strategies will also require special attention to cost-sharing with municipalities, Native services, the use of technology, and organizational structures.

Our view is that the comprehensive and systematic strategies described above are a more effective long-term response to the strategic concerns facing society, than individual, unrelated remedies. In its future agenda, the Ministry will develop these strategies into coherent policies and coordinated program delivery.







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